

Section 3: The Consolidated Plan and the Continuum of Care

This section discusses the Consolidated Plan and the Continuum of Care and how each can facilitate the base reuse planning process.

The Consolidated Plan

A Consolidated Plan is developed by each State and local government receiving grant funds from HUD under four formula grant programs: Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), Housing Opportunities for Persons with AIDS (HOPWA), and Emergency Shelter Grants (ESG).

In developing its Consolidated plan, the State and local governments are required to consult with community-based organizations, businesses, nonprofit organizations, and other entities that provide housing and housing services. The Consolidated Plan is primarily an affordable housing plan that describes housing needs (including needs of the homeless) and market conditions and sets forth a strategic plan with housing priorities and objectives. The Consolidated Plan serves as application for the four formula programs and sets forth how the funds will be used. Consolidated Plans also include a non-housing community development plan and identify specific long-term and short-term community development objectives, including economic development activities that create jobs. These are developed in accordance with the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons. A Consolidated Plan may also include neighborhood revitalization strategies for jurisdictions that elect to carry out a revitalization strategy in one or more neighborhoods. Some State and local consolidated plans are available from HUD online at: <http://www.hud.gov/offices/cpd/about/conplan/local/index.cfm>. Other Consolidated Plans may be available on the State or local government's web site. In developing a base reuse plan, the diversity of interests and the needs of the community must be balanced. Achieving this balance requires broad-based strategic planning that will lead to the integration of the military property into the local community.

The Consolidated Plan is particularly useful in base reuse planning because it summarizes the housing needs of the community, the current inventory of services to address those needs, and the gaps that remain between the need and the current inventory. It consists of the following elements:

- A thorough assessment of housing needs, including the needs of the homeless, and available resources.
- Mapping software that provides census data and Federal project files on neighborhoods.

- A 3- to 5-year strategy to address priority needs and objectives with a timetable to achieve those objectives.
- An annual funding plan specifying projects and activities the jurisdiction will undertake with funds from the four HUD formula programs.

Using the Consolidated Plan for Reuse Planning

The Consolidated Plans of the community or communities that constitute the LRA are significant existing tools for base reuse planning. HUD encourages their use for:

- An assessment of affordable housing and homeless needs.
- Statements of local priorities for projects serving individual neighborhoods or the community as a whole. The LRA can learn about projects and areas receiving or targeted to receive assistance, including projects in neighborhoods in the vicinity of the installation.
- Surveys of the neighborhoods in the vicinity of the installation through use of the GIS Boundary Files and Enterprise Geographic Information System (EGIS) mapping software.
- An estimate of the number of homeless persons and families in the community.
- Identification of homeless assistance providers in the community in the vicinity of the installation.
- Gaps in the current homeless services system.

Helpful Resource Tables in the Consolidated Plan

- Table 1A: Homeless Gap Analysis and Population/Subpopulations Charts;
- Table 1B: Special Needs (Non-Homeless);
- Table 1C: Summary of Specific Homeless/Special Needs Objectives.
- Table 2A: Priority Housing Needs;
- Table 2B: Priority Community Development Needs;
- Table 2C: Summary of Specific Community Development Objectives; and
- Table 3: Action Plan Projects

See HUD's Con Plan Q&A at: <http://www.hud.gov/offices/cpd/about/conplan/QandA.doc>

Other Local Plans are Useful, too

HUD also encourages use of additional planning documents, such as:

- Strategic plans from Empowerment Zones/ Enterprise Communities.
- Plans for economic development completed by State or local economic development authorities, councils of government, municipal or county government planning agencies, or chambers of commerce.
- Plans for transportation, affordable housing, parks and recreation, and public works that have been developed by special purpose districts, selected State or local agencies, or nonprofit organizations.
- State or local ten year plans to end chronic homelessness.
- Functional plans and specific proposals for shelter providers, homeless assistance coalitions, or religious organizations.

Although these plans often contain information relevant for preparing the redevelopment plan and the homeless assistance submission, HUD would be in a position to question information from a source that contradicts information in the Consolidated Plan.

Means to Assess Homeless Needs without Consolidated Plans

Jurisdictions should use other local planning documents, mentioned in the previous paragraph, to describe information about the current homeless services system and the need that currently is not being met. LRAs that represent these jurisdictions are not required to conduct surveys of the homeless population. The LRA may use the statements of need provided in the NOIs.

The Continuum of Care and Reuse Planning

Addressing homelessness through permanent solutions is one of HUD's top priorities. To that end, the Department has worked toward achieving this goal by encouraging a community-based process that provides a comprehensive response to the homeless population's different needs. This approach—a Continuum of Care—assesses needs, inventories resources, identifies gaps, and coordinates public and private resources to fill in the gaps and avoid duplication. Sections in the Consolidated Plan are devoted to the needs, inventory of resources, and gaps in the homeless Continuum of Care.

A local Continuum of Care plan submitted to HUD typically includes the following components:

- Outreach and assessment to identify an individual's or family's needs and make connections to facilities and services.

- Immediate shelter and safe, decent alternatives to the streets.
- Transitional housing and necessary social services to include job training and placement, substance abuse treatment, short-term mental health services, and independent living skills.
- Permanent housing or permanent supportive housing arrangements.

Helpful Resource Forms in the CoC Application

- Service Activity Chart – This is an inventory of the supportive services available to persons who are experiencing homelessness.
- Housing Activity Charts - These charts are project-by-project listings of the current and “in development” inventory of emergency, transitional, and permanent housing. These charts also include information on the unmet need for housing in the area.
- Homeless Populations and Subpopulation Chart – Based on an annual count and other source documents, this chart details the number of homeless persons and then further details the specific subpopulations, such as persons with mental illness, substance abuse, etc.
- Homeless Management Information Chart (HMIS) – The HMIS is a computerized data collection application designed to capture client-level information over time on the numbers, characteristics, and service needs of homeless persons.